

## APPENDIX XI

(REFERENCE : *Chapter XII, Paragraph 10.*)

### A NOTE ON QUOTA SYSTEMS

in the All-India Public Services ; an analysis of their implications.

1. A possible quota system in the all-India services, recruitment to which is normally by a single all-India competitive examination is presented below :

The total number of vacancies to be filled in a particular year should be allotted *pro rata* to candidates offering different languages as their media in proportion to the recorded population according to the last census of each such linguistic group. Only the regional languages mentioned in the VIII Schedule and the populations returned as having these Languages as their mother-tongues would be considered in this connection.

An open general list will be prepared arranging all candidates according to the total number of marks secured by them disregarding that the marks have been assessed on the basis of papers answered in different linguistic media. If 50 vacancies are to be filled in a particular year, it will be laid down that in no case a candidate ranking in the open general list lower than the hundredth rank will be selected even if he is within the linguistic quota of his language group. Any vacancies so remaining will be filled by drawing from the general open list regardless of linguistic quota. Any vacancies of a particular language group not filled in a particular year as a result of this provision will be carried over to the next year and a corresponding addition allowed to the language group in default in the previous year.

(N. H.—This last provision is a further device which may be adopted in this or some other form).

These linguistic quotas will apply to the *recruitment* of candidates but it does not necessarily follow that candidates will be allotted to those States in the language group of which they sat for the examination.

The *allotment* of candidates is a different process altogether from that of *recruitment*. It would be quite practicable not only to achieve the ratio  $\frac{1}{2}$  or  $\frac{1}{3}$  the number of new all-India Service personnel allotted to States being from other linguistic groups (which has been recommended as a desideratum) but even to achieve an arrangement whereby such personnel can be cent per cent from other language groups : e.g. only non-Marathi candidates are posted to Maharashtra, non-Telugu candidates to Andhra and so on.

It may be noted that the allotment of vacancies to linguistic groups is proposed above in proportion to population and not according to the actual needs in a particular year in the different State cadres. This however would not present any difficulty in practice and the position will even out over years.

It may further be noted that the allotment of vacancies is by languages offered for the examination as the medium and *not* by domicile in the linguistic State or any other such restrictive criterion. It would therefore be open to a non-Telugu to offer Telugu as the medium for the examination (if he knows it well enough) and to compete for a vacancy in that group. To consider the more likely cases, it would be open to a non-Hindi candidate to offer Hindi as the language for examination and compete for the proportionately larger number of seats that would be available for the Hindi language group. Quite possibly, if Tamilians do specially well in these competitive examinations, since in the proportion of respective populations the Tamil vacancies will probably be one-sixth or so of the Hindi vacancies, Tamil candidates might prefer to answer papers in Hindi, having prepared themselves for doing so.

(N. B.—It may be noted that under the educational arrangements contemplated in the Report Hindi as an optional examination medium will be available all over the country.)

The position may be made clear by giving an illustration.

Suppose there are 50 vacancies. Then on the basis of languages the vacancies will be as under in respect of the Tamil, Assamese and Hindi languages.

	Linguistic population (1951 Census)	Vacancies
Tamil . . . . .	27 million	4
Assamese . . . . .	5 „	1
Hindi . . . . .	170 „	25
Marathi . . . . .	..	..
	345 million	50

At the rate of 1 vacancy for 6.8 millions of the population, the above will be the vacancies allottable with rounding off.

*N. B.*—In the above calculations against “Hindi” the figures given for Hindi, Urdu, Hindustani and Punjabi (although three of these languages are shown separately, in the schedule) have been shown as the population of the linguistic group.

Now suppose no Assamese candidate qualifies in the open list, that is to say, there is no Assamese candidate until the rank 100, the vacancy will be carried over to the next year and the following year if the total of vacancies is again 50, Assamese will have two vacancies instead of one to fill. The distribution of vacancies to the rest will then be out of 49 instead of 50.

In place of the Assamese candidate, the highest rejected candidate in the general list will be selected. If Tamil candidates so desire they may offer Hindi as the medium and compete for the 25 seats in this group instead of the 4 in their own language group.

2. Various other schemes have been suggested, some of them by the Members of the Commission themselves, purporting to solve the problem of moderation in respect of answer-books being rendered in the different regional languages by the candidates.

In the main all these schemes hinge upon bifurcating the all-India examination into two sections. One section would be the preliminary tests to be held in different regional languages (whether under the auspices of the State Public Service Commissions or of the U.P.S.C. is a detail). A large number of candidates would be weeded out at these tests and a small number, perhaps twice or thrice the number of vacancies to be filled, would be sent up for a competition at the Centre which would be held in the common linguistic medium of the Hindi language or with the alternative of English.

It is suggested in one variant of this scheme that, after the preliminary selection at the State level, candidates may be given training for a period of a year or so in Hindi in the case of all non-Hindi candidates. The final examination in these schemes is suggested to be a much simpler one with interviews and ‘personality’ tests having a greater importance. To cope with the problem of the ‘rejects’ of this final examination (particularly if there is to be an interval of training between the preliminary and the final test) it was suggested in this scheme that they may be absorbed in the provincial services of the States.

In yet another scheme it was suggested that the preliminary competition should be held not State-wise or region-wise but zone-wise, that is to say, combining three or four allied linguistic media together into a zonal examination of candidates coming from all these regions.

While other particulars of these schemes might be variously conceived and while any defects on these accounts could easily be rectified, the crucial thing to consider is whether or not by a system of bifurcation of a single all-India competition into two stages as suggested in these different schemes the problem of moderation is solved.

It is important to remember in this context that the difficulty of moderation is created not so much by the numbers of candidates that have to be handled as by the number of the different linguistic media in which answers would be rendered by the candidates, the

limiting factor in this respect being set by the knowledge simultaneously of the subject and of the different linguistic media by the examiners. Numbers of candidates by themselves cannot render moderation impossible ; large numbers would only make moderation more complicated and elaborate. Moderation is in fact being achieved in spite of numbers running into tens of thousands in various University examinations. It is the number of linguistic media in which answers are rendered compared to the knowledge of such linguistic media on the part of examiners which is the crucial point as regards moderation in this context.

By the bifurcation of the examination into two parts this problem is not solved. The preliminary part would weed out candidates with the result that only a few hundred answer-books would have to be handled instead of the figure running into a few thousands as at present. Unless the final test is only something like a 'qualifying test' and not a truly competitive test, the problem of moderation would arise in that test and would be just as intractable in spite of the smaller number of answer-books to be handled. Unless the latter test to be conducted in a common linguistic medium, say Hindi (or with the alternative of English) is only 'a personality test', the linguistic ability of the candidate in that medium would enter into the quality of his answers depending upon the degree to which the examination is intended to approximate to the present stiff test in the written papers of the combined examination. Either the final test is decisive or not ; if it is a decisive test, candidates must necessarily render answers in the several linguistic media having learnt their subjects through the media of different languages and at once the same question of "moderation" arises ; if it is only a qualifying test or a test of factors into which linguistic ability does not enter significantly such as 'personality test' (although for *visa voce* linguistic ability would be a factor of considerable importance unless the media for the *visa voce* are the numerous languages of the candidate) then the selection on merit has actually been done in the States or the zones and the system in its essentials boils down to a quota system, whether the quota is fixed by zones or States or by linguistic regions. The candidates have learnt up all their subjects through different regional languages : If they are to be tested in those subjects and their ability therein compared in the case of each with that of all others, there must be a single competition ; and at a single competition where answers are rendered in a number of linguistic media far exceeding the knowledge of different languages that the generality of examiners would have, effective moderation cannot be achieved. Any system under which numbers are reduced by screening at a preliminary test would not still get round this dilemma.